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THE
METROPOLITAN TORONTO
HOUSING AUTHORITY



SOUTH REGENT PARK

A STUDY

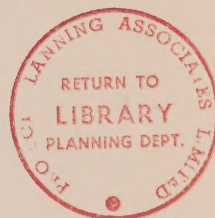
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January 1962

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METROPOLITAN TORONTO
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INTRODUCTION

South Regent Park was the first substantial slum clearance and public housing programme undertaken jointly by the Federal and Provincial Governments. It was and is a bold experiment in urban renewal in which varied housing types, row housing groups and high apartment buildings, accommodating 732 families, were placed on a site less than two miles from the acknowledged centre of the urban core of a large metropolis. The designers of the apartment buildings have been the recipients of a Massey Award for architectural achievements. The layout of the various buildings on the overall site has been the subject of favourable comments from citizens of Metropolitan Toronto and the many visitors from North America and Europe who have toured the project. The great slabs that house two-thirds of the South Regent Park population of some 4,000 are the heart of the project, with a significance for the City out of all proportion to the comparatively few people they house, and represent a major architectural achievement.

The Metropolitan Toronto Housing Authority has long felt an appraisal of South Regent Park, as a housing redevelopment project, would be of interest not only to the three governments, who are responsible for this great experiment in urban renewal, but to those agencies and persons who might be engaged in similar exercises in the future. The past is of vital interest only where it best serves the future.

In preparing this appraisal, the Authority is aware of the many excellent design features of this project and there is no question that the design has been instrumental in creating a strong feeling of neighbourhood among the residents. Perhaps this is the highest praise that could be paid to any group of designers.

The purpose of the study is not only to document the history and development of the project but also to record the experiences of the Authority, as it administers and maintains this public housing area. After some five years experience in managing and administering a large public housing project in downtown Toronto, a review should be helpful. This review is approached on the basis of "South Regent Park" as a place to maintain, as a place to administer and, most important of all, as a place to live.

I. HISTORY

REGENT PARK NORTH

In 1934 a committee was formed under the Chairmanship of the Lieutenant-Governor of the Province of Ontario, Dr. H. A. Bruce, to study housing conditions in Toronto. The "Bruce Report" made, as one of its many proposals, the recommendation that the area which was then known as "Moss Park" be cleared and redeveloped for low rental housing. The area, given first priority for redevelopment, was bounded roughly by Gerrard Street on the north, Sydenham Street (now Shuter Street) on the south, River Street on the east and Parliament Street on the west. In 1946 the City of Toronto referred the redevelopment of one part of the area to the electorate for a decision and on January 1st. 1947, the electors voted to proceed with the redevelopment now known as "Regent Park North". The Regent Park North Project, because of the estimated high costs of clearance and acquisition, was limited to the neighbourhood bounded by Parliament, River, Gerrard and Dundas Streets. It was financed largely by the City of Toronto. The redevelopment area consists of 41.6 acres with the total acquisition and clearance costs being \$3,148,000.00. The housing projects itself, consisting of 1,397 units, cost approximately 17 million dollars including land acquisition and clearance. Of this the Federal Government contributed \$1,362,000.00, the Provincial Government

\$1,398,000.00 and the City of Toronto \$14,312,000.00.

SOUTH REGENT PARK

The development of "South Regent Park", (Dundas, River, Shuter and Regent Streets), was considered as a part of the total redevelopment site but this section was deferred until Regent Park North was begun. From 1948-1953 the Housing Authority of Toronto had consistently suggested to the City of Toronto that the southern section be redeveloped but it was not until August 6th. 1953, that a request was made by the Board of Control of the City of Toronto to meet with members of the Senior Governments. A meeting was held in October, 1953, between the Board of Control and representatives of the then relatively new Federal-Provincial Partnership consisting of Central Mortgage and Housing Corporation and the Ontario Department of Planning and Development.

It was not until November, 1949, that the Federal Government had become involved, under Section 35 of the National Housing Act, in the provision of public housing, along with its earlier involvement in urban redevelopment. In 1950 the Province of Ontario became directly involved as a participating partner in the provision of public housing. The Board of Control of the City of Toronto sought information concerning the financial assistance which the Federal and Provincial Governments would grant in redeveloping South Regent Park, but it was

understood that any concrete proposal had to come from the City, before any definite steps could be taken to ensure a redevelopment scheme.

ORIGINAL CONCEPT

On December 15th. 1953, the City Council approved the resolution requesting the Senior Governments' participating in the South Regent Park Development as a subsidized rental housing project. The concrete proposal suggested by the City included a plan prepared by Mr. J. E. Hoare, Jr., the Architect for the Housing Authority of Toronto, which involved the construction of 20 elevator apartment buildings, (6 storeys in height), each containing 48 suites for a total of 960 units. There were two parts to the plan:-

- (1) The acquisition and clearance of the site by the City with the aid of the Federal Government.
- (2) The building of a subsidized rental housing project under the Federal-Provincial Partnership arrangements. The authority for such participation is contained in Section 6 of the Ontario Housing Development Act, and Section 36 of the National Housing Act. Under these Acts the Federal Government met 75% of the cost of construction and 75% of the operating losses. The Provincial Government carried 25% of the construction costs and operating losses. The

Municipality's contribution was by way of a tax subsidy. (*1)

Preliminary investigations were carried out and recommendations were made one of which proposed that the area be defined as substandard and designated as a suitable area for redevelopment under the terms outlined in Section 20 of the Planning Act (Ontario).

The City of Toronto Real Estate and Property Departments were responsible for the acquisition and clearance of the land. The proposal was to sell the cleared land to the Partnership for one million dollars. The cost of clearance and acquisition was approximately four million dollars. The Federal Minister of Public Works approved the application of the City of Toronto, together with proposal that the value of the land would be set at one million dollars. It was further agreed that the South Regent Park Project would be administered by a Housing Authority appointed by the Provincial Government and operated in accordance with the general terms of reference established for other Housing Authorities administering Federal-Provincial rental housing projects.

In September, 1954, a committee was set up of various members of the Federal, Provincial and Municipal Governments

(*1) The capital and operating contributions for all projects developed under Section 36 of the National Housing Act after November, 1961, are as follows:- 75% Federal, 17½% Provincial and 7½% Municipal.

to direct the preliminary studies and, as a result of this decision, a formal joint advisory committee was designated on October 15th. 1954.

Prior to Redevelopment

Prior to 1956 the South Regent Park area consisted of 458 dwelling units on 27.0 acres with a density of 17.3 dwellings per acre. Many of the houses contained more than one family. There were 638 families living in this area. This represented a doubling up ratio of some 39%. Of the 458 units, 219 were owner occupied and 239 were tenant occupied. The total population for the area in 1956 was 2,752.

Apart from the residential units, there were 10 non-residential buildings including Park School, St. George's Church, St. Bartholomew's Church, the Regent Park Bible College, the Pioneer Mission, as well as three factories. There was also a warehouse owned by a furniture company, together with the City owned public bathhouse and Property Department Workshop.

The Joint Advisory Committee had recommended in the initial instance that the Park Day School, the two churches and their auxiliary buildings, together with the five houses adjacent to St. George's Church, be retained. The Committee was of the opinion that the Pioneer Mission and the Bible College buildings should be acquired and demolished. All other

dwellings and non-dwelling units were to be cleared and demolished including 26 wartime houses which had been erected on parkland in the area.

Final Plan

There was considerable discussion on the proposed building scheme, as recommended by Mr. J. E. Hoare, Architect. The Committee eventually decided on a proposal involving a combination of row housing and high-rise apartments. The final proposal of the Committee, as presented in the report known as "Regent Park South Redevelopment Project", was to build 721 units consisting of 273 row housing units and 448 apartment units. The apartment units were planned in the form of 7 high-rise buildings. These buildings would be 8-storeys high and were to be grouped in an area east of Park School. The remaining part of the area was to be developed in row housing grouped in rows and courts. The Committee also agreed that a Day Care Centre should be built and operated by the Department of Public Welfare of the City of Toronto. The purpose of this building was to look after the children of working mothers in the project and surrounding area. A further recommendation of the Committee was that all persons located on the site as at October 15th. 1954, were to be re-housed, if they so desired, providing that their family income calculated in accordance with the Federal-Provincial Partnership regulations did not exceed \$4,500.00 per year.

The Metropolitan Toronto Housing Authority

The Authority came into existence on December 15th. 1955, consisting of 7 Members appointed by the Lieutenant-Governor of Ontario. The responsibility of the Authority is to administer low rental housing projects put into place by the two Senior Governments. The duties of the Authority are as follows:-

- (1) General supervision, maintenance and management of the projects.
- (2) Selection of tenants based on need and income.
- (3) Collection of rents.
- (4) Accounting to the two Senior Governments on financial and other related matters.

In 1959 a special Provincial Order-in-Council was passed which permits the Authority to assist the Municipality of Metropolitan Toronto in the development of new projects including public housing research. The Members of the Authority are citizens willing to serve in this important field. They receive no remuneration as is the case in all Federal-Provincial public housing authorities.

In March, 1956, relocation was undertaken by officials of the Provincial Government in cooperation with the Property Department of the City of Toronto. It was quickly established

that a competent person should be engaged to do the relocation job specifically and the Authority on May 15th. 1956, appointed its first employee to carry out this function. The principles of relocation, adopted by the Advisory Committee regarding on-site tenants and maximum income, were accepted as the basic regulations. The relocation of the on-site residents was to be geared to a construction plan which was developed by Central Mortgage and Housing Corporation. It was felt that the actual demolition and construction would take place over a 3-year period and that all on-site residents would be moved within the project area, and housed in the new buildings as they were completed. Any resident wishing to purchase a home elsewhere was encouraged in this desire. Eventually 148 of the original 638 families (23.2%) remained and were relocated in the project. In clearance operations in the United States since 1949, 18.2% of the families originally on-site took advantage of relocation in public housing.(*1) The lack of accommodation immediately available for relocation and the understandable desire of Central Mortgage and Housing Corporation to proceed on schedule with the construction led to a juggling of families which must have resulted in a period of insecurity for many. This system might well be termed a "checker board" approach and is not to be

(*1) "The Relocation from Urban Renewal Project Areas," June, 1960, Housing and Home Finance Agency, Urban Renewal Administration, Washington, D.C.

recommended. The relocation job, which began in May, 1956, was completed in March, 1959. The latter date marked the completion of final occupancy of the project. In other words, it took about 6 years from the date it was decided to proceed with the project until full occupancy was achieved. Although this may be considered a fairly long drawn out operation it represents 50% of the time taken for a similar exercise in Regent Park North. It should be remembered that Regent Park North is about twice the size of South Regent Park, and represents the first major public experiment in clearance and redevelopment carried out in Canada.

The Joint Advisory Committee of 1954 recommended 721 units made up of row housing and high-rise apartments. As the final development of the site plan took shape certain changes were made. The original concept of a combination of row houses and high-rise buildings was retained. The number of high-rise buildings was reduced from 7 to 5, but the height was increased from 8 storeys to 14 storeys. The high-rise buildings, according to the final site plan, (See Appendix 1), were placed in the middle of the project congregated around what had been Sumach Street. The low-rise buildings were to be located on the periphery. These row housing units were placed in courts and the number was reduced from 273 to 253. The number of high-rise units was increased from the original 448 to 479. The final plan contemplated 732 housing units.

The plan also included the retention of the old Regent Park Bible College which was to become the office of the Relocation Officer, later the office of the Project Manager and eventually the community centre. The acreage at South Regent Park is 26.2, with a density of about 30 units and 160 persons to the acre. The facilities of Park School were increased providing for a gymnasium and the land transferred to the Board of Education to accommodate this building was about 7/8th of an acre. The Day Care Centre was built, as proposed, and formed part of the ground floor of one of the high-rise buildings. The final plan also provided for 75% parking in the area, as well as approximately 10,000 square feet of playground space for children in the age group 8-12.

II. FINANCIAL DATA

The land acquisition and clearance costs for approximately 27 acres totalled \$4,680,000. The house construction costs totalled \$10,800,000 representing an overall investment of \$15,480,000. The costs, as outlined in the foregoing, were shared as follows:-

Federal Government	\$10,690,000
Provincial Government	2,950,000
City of Toronto	<u>1,840,000</u>
	<u>\$15,480,000</u>

The actual building cost per unit was \$15,000.00 for apartments and about \$14,400.00 for row housing units. At the time of acquisition of the site by the City of Toronto the following assessment values obtained for the land and buildings:-

Land	\$247,310
Buildings	<u>686,039</u>
	<u>\$933,349</u>

The assessed values in 1960 were as follows:-

Land	\$ 377,950	(53% increase)
Buildings	<u>2,428,200</u>	(254% increase)
	<u>\$2,806,150</u>	(200% increase)

It should be clearly understood, however, that this does not represent as attractive a return to the City of Toronto in terms of taxes as the above figures would suggest. Under the terms of the Partnership agreement, entered into by the three Governments, the City's participation in this project is in respect of a tax subsidy. Taxes are calculated on the basis of the ratio that the rent received bears to the economic rent. The actual rent received at South Regent Park in 1960 was about 50% of the economic rent. This has the effect of a payment in lieu of taxes to the City amounting to 50% of the taxes which would be paid in the event the property was owned privately. (*1)

Operating Costs

For the year ended December 31st. 1960, the revenue earned at South Regent Park was about \$593,000. The operating expenses were as follows:-

Maintenance	\$257,000
Administration	68,000
Taxes	<u>119,000</u>
	<u>\$444,000</u>

The net operating income, therefore, for the year was approximately

(*1) New projects developed after November 1961 call for full taxes to be paid to municipalities.

\$149,000. Expressed in terms of costs per unit per month the following applies:-

Administration	\$ 7.79
Maintenance	29.23
Taxes	13.54
Debt Service	63.80
	<hr/>
	\$114.36
Less Rental Revenue	67.49
	<hr/>
Contribution from Rent Reduction Fund	\$ 46.87
	<hr/> <hr/>

Operating losses per unit per month are shared as follows:-

Federal Government	\$35.15
Provincial Government	11.72
	<hr/>
	\$46.87
	<hr/> <hr/>

It is also safe to assume that administration and maintenance costs will increase from year to year. In terms of maintenance, it is reasonable to expect that wages, based on collective agreements with the Unions, will increase. As the buildings and equipment age there will be increased maintenance expenditures. Although reserves have been set up for exterior painting, there is no reserve for replacement of equipment. This appears to be a paradox in accounting practice. Major capital replacements will therefore have to be borne out of current revenue.

The rental revenue at South Regent Park is not likely

to increase greatly over the years because rents are based on income and size of family. The majority of the tenants at South Regent Park are unskilled and represent a barometer of economic conditions within the Metropolitan area. During times of general unemployment in the City, whether cyclical or seasonal, the tenants are quickly affected. All Governments involved, therefore, can look forward to increased operating subsidies, as incomes remain fairly static and expenditures rise.

III. TENANTS

Outline of Tenant Selection Policy

The Metropolitan Toronto Housing Authority operates under a point-rating system in selecting tenants for projects under its administration. This system has been in effect since February, 1957. Scoring is based on a total of 100 points distributed as follows:- (See Appendix 2)

(a) Inadequate accommodation	30
(b) Notice to vacate	15
(c) Number of dependants	10
(d) Percentage of income in rent	10
(e) Size of income	5
(f) Separated families	15
(g) Health factors	15
	<hr/>
TOTAL	100
	<hr/>

Basic Tenancy Requirements

There are three basic requirements in the selection of tenants:-

(a) Family Composition

The family must consist of at least 2 persons related by blood, marriage or adoption. (This is a Federal-Provincial requirement).

(b) Residential Requirement

The applicant must have had 12 months' continuous residence in the Metropolitan Toronto area immediately prior to the date of application. (This is an Authority requirement).

(c) Income Requirements

There is a minimum shelter rental to be paid at South Regent Park amounting to \$30.00 per month. The maximum income of applicants on admission at South Regent Park is \$4,500 per annum. When tenants go beyond this maximum they are required to pay penalty rents. (This is a Federal-Provincial requirement). The penalty amounts to 30% of gross family income in excess of the amount allowed.

Welfare Cases

Over and above these basic eligibility requirements, the Authority has restricted the number of welfare cases which can be admitted. The limitation of families in receipt of Municipal Welfare and Public Assistance from other Federal and Provincial sources (such as Mothers Allowance, but not including Old Age Pension) is as follows:-

Municipal Assistance 10% of Project families.

All other Public Assistance 10% of Project families.

This decision was based on the desirability of developing a balanced community.

Among the 732 families at South Regent Park 83.9% are from the City of Toronto with the remaining families coming from the suburbs.

Table 1 - Municipality of Origin (as at March 31st. 1961)

City	614	83.9%
North York	14	1.9
York	36	4.9
East York	21	2.9
Scarborough	31	4.2
Other	16	2.2
	<u>732</u>	<u>100.0%</u>

Practically 50% of the tenants came from rooming houses, about 13% lived in single houses and about 12% in apartments.

Table 2 - Former Housing Types (Residents March 31st. 1961)

Rooms	340	46.4%
Houses	97	13.2
Apartments	88	12.0
Basements	55	7.6
Shared Accommodation	42	5.8
Emergency Shelter	13	1.8
	<u>635</u>	<u>86.8%</u>
On-site tenants	97	13.2
	<u>732</u>	<u>100.0%</u>

Basis of Admission

One of the major housing problems in Toronto is that of overcrowding rather than of blight. Many families are paying too high a portion of their income in rent, particularly families in the welfare sector and elderly couples on fixed incomes. The following table indicates dominant reasons for admission.

Table 3 - Dominant reasons for admission (March 31st. 1961)

Overcrowding	317	43.3%
Inadequate accommodation and health factors	171	23.3
High rent to income ratio	59	8.0
Notice to vacate	62	8.4
Families separated by lack of housing	26	3.8
	<hr/> 635	<hr/> 86.8%
On-site tenants	97	13.2
	<hr/> 732	<hr/> 100.0%
	<hr/> <hr/>	<hr/> <hr/>

Table 4 - Families on Public Assistance South Regent Park
(March 31st. 1961)

Municipal Welfare	69	9.4%	} 11.9%
Welfare supplemented by other income	18	2.5	
Mothers Allowance	39	5.3	} 8.5%
Mothers Allowance supplemented by other income	13	1.8	
War Veterans Allowance	1	0.2	} 0.2
War Widows Allowance	1	0.2	
Department of Veterans Affairs	5	0.7	} 0.3
Department of Veterans Affairs supplemented by other income	2	0.3	
	<u>148</u>	<u>20.4%</u>	

Population Characteristics

The population at South Regent Park is approximately 4,000, but the astounding fact is that 63% of this population is made up of children. One can quickly determine the size of the school problem in that approximately 50% of the children attend public school and almost 1,000 are in the pre-school category. As a result the City, besides expanding Park School, had to acquire expensive downtown land on Regent and Parliament Streets in order to build Regent Park School.

Table 5 - Population by age groups

	<u>Age</u>	<u>Dec.31/59</u>	<u>Dec.31/60</u>
High School	14-18	225	226
Elementary School	5-13	1,347	1,381
Pre-School	0-4	891	929
		<hr/>	<hr/>
		2,463	2,536
Adults	over 18	1,391	1,381
		<hr/>	<hr/>
		3,854	3,917
		<hr/> <hr/>	<hr/> <hr/>

Income

The average family income at South Regent Park in 1960 was \$255.00 per month, or roughly \$5.00 over that which obtained in 1958 and 1959. The average family size is 5.4, as compared to a national average of 3.2.

Eighty percent of the tenants are public school supporters. Sixty-six percent of the population at South Regent Park are in an income group below \$3,600 per annum.

Table 6 - Families by Income (as at March 31st. 1961)

Up to \$199.00 per month	164	22.4%
\$200.00 - \$249.00	144	19.6
\$250.00 - \$299.00	173	23.6
\$300.00 - \$349.00	182	24.8
\$350.00 - and over	69	9.6
	<hr/>	<hr/>
	732	100.0%
	<hr/> <hr/>	<hr/> <hr/>

Municipality of Employment

About 75% of employed heads of families living in this community normally work in the City of Toronto. One of the startling facts is that 31.9% of the tenants are not gainfully employed.

Table 7 - Municipality of Employment: Heads of Families
(March 31st, 1961)

City	417	56.9%
North York	15	2.1
York	6	0.9
East York	6	0.9
Scarborough	16	2.2
Other	38	5.1
	<hr/> 498	<hr/> 68.1%
Not gainfully employed, including families on Public Assistance and retired persons	234	31.9
	<hr/> 732	<hr/> 100.0%
	<hr/> <hr/>	<hr/> <hr/>

Marital Status of Family Heads

Eighty percent of the families have both parents, the remaining 20% lack one of the partners.

Table 8 - Families by Marital Status (March 31st. 1961)

	All Families		Priority Families(*1)		Non-Priority Families	
Married	580	79.2%	66	68.0%	514	80.9%
Widowed	53	7.2	18	18.5	35	5.5
Divorced	6	0.8	1	1.1	5	0.8
Single	17	2.4	10	10.3	7	1.1
Separated	76	10.4	2	2.1	74	11.7
	<u>732</u>	<u>100.0%</u>	<u>97</u>	<u>100.0%</u>	<u>635</u>	<u>100.0%</u>

Tenant Turn-over

The turn-over between 1957-1960 inclusive amounted to 241 tenants including 51 priority families. In terms of percentage the turn-over in 1960 was 13.5%. About 8% left to purchase their own houses. Fourteen percent of those who left did so because they did not like the district, or their neighbours.

Table 9 - Reasons for Move-out

Reasons	1957 - 1959		1960		1957 - 1960	
Over income or high rent	21	14.8%	8	8.1%	29	12.0%
Purchase home	10	7.0	8	8.1	18	7.4
Domestic trouble	6	4.4	1	1.0	7	2.9
Left Toronto	5	3.5	9	9.1	14	5.8
Evicted or notice to vacate	13	8.7	4	4.1	17	7.4
Left without notice	12	8.6	6	6.1	18	7.4
District and/or neighbours	12	8.6	14	14.1	26	10.8
Other (such as death of head, health, etc)	18	12.7	18	18.1	36	14.8
None given	45	31.7	31	31.3	76	31.5
	<u>142</u>	<u>100.0%</u>	<u>99</u>	<u>100.0%</u>	<u>241</u>	<u>100.0%</u>

(*1) These families lived in the area prior to demolition and, therefore, had a right to housing in the project.
(See ff page 5).

IV. THE AUTHORITY

Constitution

The Metropolitan Toronto Housing Authority is a body, corporate and politic, constituted by the Lieutenant-Governor in Council of the Province of Ontario pursuant to Sub-Section 2 of Section 6 of the Housing Development Act, Revised Statutes of Ontario 1950, Chapter 174, under Order-in-Council No. 3116-55, dated December 15th. 1955.

The first regular meeting of the Authority was held on Wednesday, January 11th. 1956, in the Boardroom of the Ontario Minister of Planning and Development, and among those present were the Minister, Honourable W. N. Nickle, Mr. F. G. Gardiner, Chairman, Metropolitan Toronto Council, representatives of the Federal-Provincial Partnership and the Press. The second meeting was held on February 10th. 1956, at which time by-laws were adopted.

At this stage certain areas of responsibility were delegated to each Member instead of the usual practice of appointing committee. These areas were as follows:-

1. Finance
2. Administration and Personnel
3. Tenant Selection
4. Tenant Relations
5. Construction and Property Maintenance
6. Planning, Research and Education

As the Authority developed it adopted the Committee system with at least two Members on each Committee. The Chairman and Vice-Chairman are *ex-officio* Members on all Committees and the structure is as follows:-

1. Finance and Administration
2. Tenant Relations and Tenant Selection
3. Construction and Project Maintenance
4. Research and Education
5. Development

Minutes of these Committees' meetings are tabled for consideration at the regular monthly meetings of the Authority.

Office Premises

Situated in South Regent Park is the old Bible Mission building comprising two auditoriums and three private offices. The second floor provided living quarters for the resident Minister. As this building was included in the redevelopment area and was in a good state of preservation, it was decided that this would provide suitable space for a project office. The office of the Authority was initially located in this building and was shared with the "on-site" staff of the Federal-Provincial Partnership.

As the operation of the Authority expanded to take in

the administration of the Lawrence Heights Project (*!), it was necessary to obtain space for a central office in a location convenient to both projects. In March, 1958, the Authority moved its central office to 26 St. Clair Avenue East, retaining the premises at South Regent Park as a Project Office and Community Centre.

In May, 1961, the project administration office was moved from 203 Sackville Green to its new location in the centre of the project. The new building consists of a grocery store, a bank, a coin laundry and a hair dressing salon, together with an office set aside for the Housing Authority. The private developer, in this instance, has leased the land from the senior governments on a long-term basis and has built the administration building in accordance with plans and specifications acceptable to the Federal-Provincial Partnership. In turn the Housing Authority rents space from the developer.

The Project Office carries out the day-to-day administration of the project including rent collection, lease changes, income reviews, annual inspection of units, maintenance repairs, tenant problems and other related administrative functions.

(*!) A moderate rental housing project of 1,081 units constructed by the Federal-Provincial-Municipal Partnership in North York. First occupancy took place in December, 1957.

Supervision of project administration and maintenance and the coordination of purchasing of supplies and equipment are part of the function of Central Office. The development of new projects, tenant selection, accounting, personnel, payroll, statistical records and research are also major functions of Central Office.

Staff

In the formative stages, the Authority visualized the staff organization built around an Executive Director with a Manager and Assistant in each project. The immediate need, however, was for a person to deal with the relocation of families in the South Regent Park Project. Accordingly, this appointment was made on May 15th. 1956, and designated as Administrator, South Regent Park. A Clerk/Stenographer was hired on June 11th. 1956. On August 15th. 1956, the Secretary of the Authority was appointed. A second Administrator took up duties on October 1st. 1956, followed by two Assistant Administrators on December 1st. 1956, and January 16th. 1957.

At this time 400 letters of application for accommodation which had already been received by the Housing Branch of the Ontario Department of Planning and Development were turned over to the Authority. Procedures for processing applications were established. These included a point rating system for assessing housing need and allocating priorities, a

card index system for recording applications, and the printing of application and investigation forms. A start was immediately made on assessing the housing conditions of applicants by personal visits to the homes. A Clerk/Typist was employed in February, 1957, to handle the inquiries and take care of the routine office work. In March, 1957, by means of advertisements in the local papers applications were officially invited from eligible families.

With the completion of the first apartment units at South Regent Park in March, 1958, it became necessary to take on a maintenance staff including Handymen, Janitors, Labourers and Watchmen, as well as Stationary Engineers to operate the central boiler room in South Regent Park.

With the appointment of an Executive Director in February, 1959, a clearly defined organizational structure was established. The Executive Director, as senior official reports directly to the Authority, institutes policy decisions as directed by the Authority and controls the overall activities of the staff. The general administrative functions of the Authority are carried out from the Central Office under the immediate direction of the Secretary. The projects are managed by the "on-site" staff under the direction of the Executive Director.

In May, 1958, the International Union of Operating

Engineers Local 796 had been certified by the Ontario Labour Relations Board as the bargaining agent for the Stationary Engineers in South Regent Park and the collective agreement was first executed on April 13th. 1959. On April 6th. 1959, the National Union of Public Employees Local 767 was certified as the bargaining agent for all employees below the rank of Foreman excepting office staff and Stationary Engineers. A collective agreement was first executed on July 6th. 1959.

Tenants' Association

The Authority felt that a tenants' association could be an adjunct to successful project management. The fact that the former Bible Mission building at 203 Sackville Green was retained as a potential community centre for the use of the tenants indicates that the Authority felt that a physical focal point was important in creating a community. This establishment of the community centre aided the growth of a tenants' association.

The Authority staff gave every encouragement to promotion of a tenants' association. The assistance of the Social Planning Council of Metropolitan Toronto, through its Recreation Secretary, was sought because, almost as soon as the project had its first tenants, it was apparent that there was going to be a lack of recreation space. As a result of this lack of common facilities in the project, a meeting was held in June, 1958, of all recreation and other agencies in the area, as well as the tenants, to review

this matter. This meeting resulted in the attendance of a large number of agencies, but not a substantial representation of the tenants themselves.

March, 1959, saw the project completely occupied and it became apparent that the large population of children in the project was going to put a strain upon the available recreation facilities. During that summer the tenants became more involved in the operation of the limited playgrounds provided. In June, 1959, a meeting was held in 303 Sackville Green to discuss what could be done about the supervision of the playgrounds in the project and in Park School. As a result of the meeting the tenants realized that they were going to have to help themselves and a tenants' association was formed. By October, 1959, an executive was elected and a constitution completed. The South Regent Park Tenants' Association was in operation.

Much of the credit for this must go to the Area Secretary of the Social Planning Council who assisted the residents in forming a group from which the Association developed.

It was at the suggestion of the Planning Council that the meeting was held which created the Tenants' Association. The Housing Authority and its staff helped and will have to continue to help the Association throughout its existence.

Arrangements were made to establish a recreational

programme at South Regent Park. There were meetings between the Parks and Recreation Department of the City of Toronto, the Tenants' Association and the Authority. The Recreation Department now has established an office with appropriate staff and programme in the Community Centre. The Board of Education has been most helpful in allowing part of their Park Day School playground to be converted into a baseball diamond. It is expected that the City of Toronto Parks and Recreation Department will expand its programme in this community to meet new recreation needs as they arise.

V. APPRAISAL

The first row housing units were occupied in this project on September 1st. 1957. The Housing Authority staff now has more than four years experience in operating the South Regent Park Project. It was felt that this was sufficient experience to warrant an appreciation of the project as a) a place to maintain, b) a place to administer, and c) a place to live. In this study the Authority and its staff are attempting to estimate the effects of the design and construction of the buildings from the three viewpoints mentioned.

In order to do this, reports were received from the Project Manager, the Chief Operating Engineer, the General Foreman, the Janitor Foreman and the General Maintenance Superintendent. The opinions of the former Chairman of the Authority, the Chairman, the Vice-Chairman, the Executive Director and the Supervisor of Project Management were also received. These views are fairly represented in this report.

It is perhaps interesting to note that the closer a reporter was to the day-to-day operation of the project the more critical were the remarks. The problems that had not been or could not be overcome, are uppermost in the minds of the persons whose daily job it is to deal with these matters.

As a result of the method used most of the study will be directed towards the design and construction. On balance,

much good can be said for the project as a place to live and as a place to administer. Therefore, the Authority hopes that criticisms will be constructive and that the report will cause no feelings of embarrassment, or annoyance, but rather will be looked upon as a guide whenever future projects are considered. South Regent Park was an experiment and a daring one and in a most important objective of the design a successful one. After all the most important fact is that 464 obsolete, decayed structures were torn down and replaced by 732 new, clean and pleasant dwellings for families who could not hope to be accommodated as well if left wholly to their own devices.

V. a) SOUTH REGENT PARK AS A PLACE TO MAINTAIN

Because of the high land cost, the Federal-Provincial Partnership felt that they had to achieve a high unit density. It is for this reason that the designers were directed to plan for 5 high-rise 14-storey buildings. This is always a difficult decision to make in the initial instance, as the developer has to determine whether the savings in capital costs are to be offset by higher long-term operating costs. In public housing from a long-term viewpoint the contributions from the rent reduction fund are more important than the initial capital costs. The experience of the Authority is that high-rise elevator buildings are responsible for the major portion of the Authority's maintenance expenditures and, indeed, maintenance difficulties.

It has been clearly established that the Authority's maintenance operating costs would have been substantially reduced if all units at South Regent Park had been of the row housing type. It is equally interesting to note that revenue from row housing units is approximately \$10.00 per month per unit higher than apartment units in the high-rise buildings. The deletion of the high-rise buildings would have meant the automatic elimination of the following cost items:-

1. Janitorial staff consisting of 8 employees.
2. Elevator maintenance and licencing charges.
3. Stationary engineers (5 employees).

The following table outlines the additional operating costs involved in high-rise buildings:-

Table 9 - Extra Cost of High-rise Buildings

<u>Item</u>	<u>Cost Per Unit Per Month</u>
Elevator servicing	\$ 1.74
Garbage incineration	.17
Janitors' wages	4.71
Hydro and hot water (corridor and laundry room)	.31
Stationary Engineers' wages	4.80
Extra painting costs (corridor, fire escapes and exterior concrete)	.62
	<u>\$12.35</u>

The additional cost involved in maintaining high-rise

elevator buildings is compensated somewhat by the reduction in debt service as between high-rise and low-rise buildings. It would be an interesting exercise to determine whether the savings in capital costs were offset by the additional operating costs in constructing high-rise buildings.

Design and Construction

The slab buildings with skip level apartments have a number of advantages for family living. The skip level apartment means that the family lives in a two-storey unit, thus, providing a measure of privacy as the children sleep in bedrooms well separated from the family living rooms. The apartments have through ventilation and the rooms are equipped with adequate windows.

One obvious advantage on the maintenance side is that there are only 5 hallways and a foyer to maintain in each high-rise building instead of a potential 14 floors. (See sketch-Appendix 3). This design does represent a savings in maintenance cost. Each floor is well equipped with janitors' closets, thus, facilitating cleaning operations.

The slab design also provides long corridors which are wide and not unattractive. Such design, however, does not allow for tenant maintenance of the corridors, as in the case of many tower type apartments which exist in public housing projects in the United States. In the latter type of construction

the units are clustered around the elevator and tenant maintenance is possible because the corridor servicing of each unit is clearly definable. The corridors are much smaller and, thus, tenant maintenance can be expected.

The enclosed fire escapes at both ends of the building are too private and have become congregating areas for children. Perhaps, the stairwells should be more exposed and left unheated.

As pointed out in the foregoing, elevator servicing is expensive representing about \$1.74 per unit per month. Apart from the servicing, the maintenance charges are also high. It has also been found that the cabs are too private and present difficulties similar to those found in the stairwells. It can also be appreciated that the traffic generated by 96 families in a high-rise is intense and it is very much in evidence around the elevators. The intensity of the traffic in the main foyer of the high-rise building is, indeed, dramatic and, understandably, in the light that about 500 residents must pass through this area at least twice a day. Apart from the tenants, traffic is generated by suppliers and visitors. The laundry rooms are located in the basement and necessary traffic is increased because tenants must use the main foyer to get to the laundry rooms, as the elevator does not make a basement stop. Because of the intense traffic, foyers need redecorating on an annual basis for appearance sake.

In any building containing approximately 100 families, the matter of garbage disposal is an item of importance. There is one incinerator chute on each floor located in the elevator area, thus adding to pedestrian traffic. Perhaps, it would have been more satisfactory to have located the chute at the end of the corridors thus dispersing traffic.

As indicated previously, the laundry rooms are located in the basements of the buildings. The drying rooms, part of the original design, are no longer in use because they proved to be ineffective. The Authority has redecorated the laundry rooms in an attempt to make a more cheerful place in which to work. The Authority advocates more laundry rooms per high-rise building. One laundry room per floor would be preferable. It can be appreciated that, if 96 families are required to use a communal laundry room, a certain regimentation is immediately introduced.

Looking after the needs of some 500 people in a building attracts measures which are characteristic of "institutionalism". The densities within high-rise units have been compounded by the fact that each building contains 55 three-bedroom units. This is a much higher number of large family units than normally obtains in high-rise apartment buildings.

The first units completed in South Regent Park were the high-rise buildings and, by virtue of the tenant selection policy adopted by the Authority, the problem of density was aggravated. Units were allocated, firstly, to those families located on-site at the time of clearance, which is a basic requirement of the Federal legislation, and, secondly, to families showing the greatest need. Invariably, the greatest need is associated with the larger family and, thus, the tenant selection procedure itself contributed to this higher density.

Experience has shown that in areas where heavy traffic exists, an epoxy paint on wall surfaces would have been preferable. A glazed finish on the corridor walls facilitates cleaning and washing. Terazzo floors should be considered in future for corridors and foyers as being more appropriate for heavy traffic than the present linoleum. Acoustic material on the corridor ceilings should be of a harder finish. The present soft acoustic plaster is quite susceptible to damage.

The standard of construction in the 5 high-rise buildings is very good. A better type design for incinerators for future buildings is probably in order. In the case of existing incinerators, the spring arches have expanded laterally causing the outer walls of the incinerator to bulge and the brickwork in the arches to loosen and fall. The outer walls have now been reinforced with steel, the arches have been rebuilt and all doors reset.

An important omission in the design of the elevator shafts was that of clean-out doors at the base of the elevator shafts. This occurred in 3 of the high-rise buildings. It is essential that pits be kept clean and, as there were no clean-out doors provided, a dangerous procedure was made necessary. In order to clean these pits a man had to climb down a ladder to the pit floor from the first floor opening and another man had to stand guard in order to keep the elevator out of service. It is recommended that a special access be provided to elevator pits in the future. It should be pointed out that clean-out doors have now been placed in operation in all buildings.

Row-Housing - Design and Construction

The row housing units in general provide excellent family accommodation, particularly for large families. More attention should be paid to the court lay-out of the row housing units. The present design of enclosing the court tends to congregate the young children in a rather confined area. This does provide an important element of safety, but does tend to reduce family privacy and increases communal litter.

The use of large panes of glass in windows and the side panel of the entrance doors in some units is questionable. Large areas are easier to break and more difficult and more costly to replace.

Experience seems to indicate that vinyl tile floors in row housing units would be more satisfactory than hardwood floors. The outside vents on the automatic dryers installed in 50 houses were too flimsy and had to be replaced with heavier grills.

One of the major maintenance problems in row housing units was in respect of the window installation. The original installation of steel frame windows mounted directly into the masonry, coupled with a high family density, resulted in heavy condensation in the window area. The heavy condensation necessitated repairs to exterior stucco and interior plaster. To overcome this, storm windows had to be installed, exterior stucco and interior plaster repaired and repainted. The total cost of these remedial measures was about \$90,000. It now appears that this condensation has been satisfactorily arrested, although this is not final as the cold conductor being the metal sill has not yet been eliminated nor has it been insulated from the interior plaster. It would appear that wood frames should have been used instead of steel or, at least, some sort of insulating barrier should have been installed.

In correcting this defect the long term cost was again not taken into account. The type of storm window installed was selected because of its lower initial cost. The installation, however, is such that it is impossible for the tenant to clean

the window. An interior storm window installation which would allow for tenant cleaning would have increased costs by about \$4,000 for all row housing units. The present installation, however, forces the Authority to have the row housing windows cleaned by a professional firm at a cost of \$1,000 a year. In other words, the initial capital savings are offset by additional operating costs within a 4-year period.

There is also some condensation occurring around the chimney in the end units of the 3-storey row houses. This condensation discoloured the exterior gable brickwork as well as damaging interior plaster and paint. To overcome this deficiency, the chimney flue had to be lined with an insulated flue pipe from the flue opening to the top of the chimney.

Central Heating Plant

The design and construction of the boiler house is very good. More thought should be given to the type of heating arrangements for high-rise buildings and, particularly, the advisability of using a system which does not require stationary engineers. The operation of the central heating plant in terms of wages alone represents an outlay of \$30,000 a year. If it was determined that the only method was by way of a central heating plant, then such facilities should have been extended to encompass the row housing units as well.

It is also suggested that a separate domestic hot

water system could have been installed in each of the high-rise buildings. Such an arrangement would allow the Authority to close down the boiler house during the non-heating months and, thus, affect a savings in stationary engineers' wages. The Authority recommends that in future heating plants be designed, where possible, to avoid the need for stationary engineers.

General: Design and Construction

The use of brick garden walls in South Regent Park has greatly enhanced the appearance of the project. The use of open core concrete blocks built up with cement mortar from a poured concrete footing to grade has caused these walls to crack and heave. Some walls became so dangerous that they had to be removed.

It would appear that water had seeped into the concrete blocks and the resultant freezing in the winter brought about an upward expansion, causing the walls to move. In this case, concrete poured to a proper footing below the frost line and extended to a distance of 4 to 6 inches above grade would have been more satisfactory. Other factors which have introduced additional maintenance are:-

1. It has been found that a number of products used in construction are no longer being manufactured. This is probably inevitable in some cases but, perhaps, more attention should be given to the use of standard brand

products. In some cases cheaper brands of hardware and material have been used in order to achieve a saving in initial capital costs, but they have had to be replaced by more durable types of hardware.

2. The Authority should be supplied with "as built" drawings which would indicate the location of electrical, heating, plumbing, television, air ducts, sewers, weeping tiles and gas piping. Many man hours are being lost in trying to locate such lines. Where original drawings do not clearly show the installation, or where changes have been made during construction, revised drawings must be made available to the Authority.

In summary, therefore, the Authority is of the opinion that the cost of construction alone should not be the all-prevailing factor. In Federal-Provincial housing, the same people who pay for the cost of construction also pay for the cost of operation. Long-term operating costs, by virtue of design and materials, should be measured carefully against any savings in original capital costs.

V. b) SOUTH REGENT PARK AS A PLACE TO ADMINISTER

It is evident that design and construction have a great bearing upon the maintenance of the project. After running the project for some time it has become more and more

obvious that the design and construction have a direct bearing on the administration of the project.

In the first place the fact that the 732 units are clustered together in one area rather than scattered throughout the Metropolitan Toronto area has an obvious effect. The many families congregated together in a neighbourhood give the people some advantages. To look after the needs of some 3,900 people joined together in a community calls for a central administration office. Only the administrator on site can get to know the difficulties and only the maintenance staff on site can handle the day-to-day problems quickly and efficiently. Once a project of this magnitude is built an on-site office is required and if the number of units is large enough a Project Manager must be appointed. Thus, the design and concept of South Regent Park forced the administrative approach of the Authority more than any other single factor. Undoubtedly, the question can arise as to whether or not this is the most efficient way to administer public housing. If one considers that it is not, then large concentrations of housing units should be avoided in the future.

Given the project concept with the need for a project office then effective administrative and maintenance space should have been provided in the design. The Authority has had to find its space as best it could. In the future this should be avoided, provided for in the plan and built before the project is operating.

For every maintenance problem created by the design there seems to be an accompanying administrative problem. The concentration of 3-bedroom apartments in the high-rise buildings has created administrative difficulties. The fact that the small children are 6-10 storeys above ground level means that the children are playing in the halls, corridors and elevators. The project office must attempt to control this activity because of the resulting maintenance problems, noise affecting tenants and the consequent disruption in elevator service. The greater the control exerted, the more time is spent trying to affect the behaviour of children and their parents.

The inadequate laundry facilities mean that some tenants are washing in their apartments. This causes drains to plug up more often than usual and overflow into other tenants' apartments. Besides the maintenance aspect, it is the Project Manager and the administrative staff who are responsible for trying to control and limit these difficulties. Once more, administration is brought into direct contact with the families living in the project in an effort to control their activities.

In the desire to keep up the number of units in the project there is one ground-floor apartment in each high-rise building with an entrance door at the foyer. This apartment is somewhat more difficult to rent because of its position. Families who occupy it appear to desire a move more quickly than most.

Because they face the area of greatest traffic in these buildings it is difficult to obtain peace and quiet for these families. Perhaps these units should have been deleted and replaced with some necessary utility now lacking such as storage facilities for baby carriages, bicycles, etc.

The fact that about two-thirds of the units in the project are in apartment buildings increases the administrative work of the staff. Relationships between tenants in the row houses can cause some problems if the tenants are incompatible with their immediate neighbours. In the high-rise buildings the tenants come in contact with each other more often, e.g., on elevators, in laundry rooms, etc. The chances of friction developing between tenants are increased and, inevitably, management is brought into the picture. There would be value in an all row housing project. However, the cost of land and the variety of the need made such an approach impractical.

To overcome undue tenant traffic it is recommended that laundry rooms be installed on every floor instead of one per building, or, ideally, the equipping of each housing unit so that laundry can be done there. It also could mean the elevator buildings could be kept to a minimum. In South Regent Park families who have ground floor apartments with direct access to the outside are among the more satisfied tenants. This would indicate that the privacy this permits has some value. It also has value to the administration as these units are easier to

rent and create less bickering between neighbours.

The lack of adequate play space for children, teenagers and adults should also be mentioned. Children play in the halls and elevators, and gather in the foyers more than they might if they had more things to do outside. In the high-rise buildings tenants are loath to let the children go down to the ground level to use existing playgrounds because they cannot supervise the children.

As a result the noise of children in the halls raises complaints and, again, the administration becomes involved in the daily life of the tenants. Adequate outdoor play space might lead to a partial relief. On the other hand a certain amount of this is probably found in any apartment building.

In South Regent Park the amount of parking space provided was greatly in excess of the amount actually needed. Approximately one space for every three units is required for tenant parking. The unused areas have proven a source of trouble to the administration. People from outside the project were using the parking areas attracted by the large empty spaces. Although this probably would occur even if less space was provided, a higher use of the land for recreation, or park purposes, might have been obtained. The vacant parking space which invited outsiders to park has resulted in the need for stickers

With this in mind and the fact that poorer families do not have cars, the large spaces devoted to tenant parking present an anomaly. More effective use of this space for recreation purposes, mostly for children but for adults as well, would have made South Regent Park a better place to live. It is recognized that the designers had to conform to municipal by-laws. The tenants of this project have been fortunate, first through accident and then through Authority action, that 203 Sackville Green is now available to them as a community centre. In this building there now takes place such varied activities as Sunday Schools, Co-operative Nursery Schools, Teenage Dances, Binges, Christmas Parties, etc., which have become part of their community life. Where large housing projects are established community centres are needed.

A Day Nursery for the care of children of working mothers has been established and is operated by the Welfare Department of the City of Toronto. Those tenants who are mothers and the sole support of their children find this Nursery a necessity. As long as subsidized housing is made available to families on low income this type of family will form a significant part of the community. What was begun as an experiment has proved so successful that the Authority recommends that Day Nurseries should be part of any large public housing project such as South Regent Park.

If tenants should find themselves in difficulty they

can, through consultation with the Project Manager and the Tenant Relations Officer, be referred to the most appropriate health or welfare agency in the community. The relations between the Housing Authority and the health and welfare agencies in Metropolitan Toronto are good and an adequate referral system has been worked out. With this service management is providing a positive programme to the tenants in South Regent Park.

Life in the high-rise apartment buildings is obviously less pleasant than that in the row house. The communal laundry and the necessary elevators all create problems in living to the family. Privacy is difficult to obtain and the noisy parties disturb many neighbours instead of a few. For the sake of future tenants apartments in high-rise buildings should consist of no more than 2-bedrooms. Any larger units should be found in row houses, semi-detached, double duplexes, maisonettes, or any other architectural device which can bring the unit in close proximity to the ground.

Although the through ventilation provided by the skip level apartment is an advantage, nowhere in the project can stairs be avoided. This places an undue strain on persons with physical disabilities such as heart conditions, arthritis, paraplegia and polio. Such people will always form a percentage of persons with low incomes and this should be taken into account in future designs.

The row houses offer fewer problems, although the 5-bedroom 3-storey units put a physical burden on the mother in the home. It would appear that one bathroom for a family of ten is quite inadequate, and the installation of another water-closet and hand basin in either the basement or ground floor in all future 4 and 5-bedroom houses should be a must. It is felt that the bedroom sizes are inadequate in both high-rise and low-rise buildings.

Although there is more privacy in the row houses than in the high-rise buildings, screening between units should have been extended.

Experience also would prove that umbrella dryers can become unsightly very quickly and another type of drying area should be developed in the future along the lines of the last row housing units built in Lawrence Heights.

These are rather minor drawbacks and the row houses have provided good family living space for the tenants and their reaction has been favourable. Certainly, most of them could never hope to secure the kind of accommodation provided in South Regent Park.

Perhaps, some of the tenants feel that the administration is too much with them. No doubt some feel that their democratic rights are being infringed. As long as there is public housing this probably will be true to a greater or lesser

degree. The design of the housing units should be such that administrative interference is brought to a minimum. Throughout this report there are many recommendations which will help to bring this about. The kind of units rented, such as semi-detached, row houses, multiple apartments, have a direct bearing upon the amount of interference.

VI. CONCLUSIONS AND RECOMMENDATIONS

The Metropolitan Toronto Housing Authority now has on record more than 4 years of experience in managing and administering South Regent Park. In preparing this report it was inevitable that a number of major and minor inadequacies in the design and arrangement of the housing project would be noted and considered. It is the policy of the Federal-Provincial Partnership in urban renewal and public housing that the housing structures, when completed, are turned over to a housing authority for administration and management. It seems that the Authority would be remiss in its responsibilities if it did not study, analyze and disseminate information concerning its experience in these fields as they relate to the design and construction of the dwellings.

This report, then, is not an exercise in criticism for its own sake. It is an attempt to pass on its experience to those responsible for overall policy, for design and construction, as a contribution to the future development of new policies and new techniques. The latter half of the report has been presented under the 3 main headings:-

A Place to Maintain

A Place to Administer

A Place to Live.

The concluding comments which follow are presented in the same

general order in 1961. In view of the fact that maintenance, administration and the general living situation of the tenants in the project are closely related subjects.

SOUTH REGENT PARK AS A PLACE TO MAINTAIN

South Regent Park is not an easy or inexpensive place to maintain. Nearly 4,000 persons, 60% of whom are under the age of 20 years, live in close proximity in 479 apartment suites and 253 row houses.

The nature of the site and the very substantial cost per acre of land acquisition and clearance, whether considered on a gross or net basis, clearly dictated the decision to construct 5 14-storey apartment buildings. A separate heating plant was required in the project to provide for the requirements of these apartment dwellers. This plant must be staffed on a continuous basis by persons with certain technical qualifications who merit a relatively high rate of remuneration. The buildings themselves require a fairly large staff to provide regular maintenance on the scale necessary for buildings accommodating approximately 400 persons.

The experience of the past 4 years indicates that a large proportion of the physical and financial requirements of maintenance is concentrated in these high-rise apartment buildings. The specific structural weaknesses and inadequacies which

have come to attention have been documented earlier in this report. It is sufficient to indicate the Authority's concern with these problems and its conviction that high-rise buildings in public housing projects are bound to create physical and social difficulties and costs of maintenance, even if some of the structural weaknesses are avoided.

By contrast, the Authority has found the row house much less difficult and much less costly to maintain. Although these dwellings accommodate larger families, the sense of responsibility which seems to be inspired by living in a house tends to reduce the general maintenance demands. As well, tenants naturally undertake many kinds of maintenance which require janitorial services in apartment buildings.

SOUTH REGENT PARK AS A PLACE TO ADMINISTER

Our experience demonstrates beyond doubt that a large part of the time of the administrative staff must be devoted to those families accommodated in the apartment buildings. In South Regent Park the high-rise buildings provide accommodation for too many persons, and the relatively high bedroom count simply means large numbers of children in these structures. It is difficult for parents to supervise at a substantial distance the activities of their children on the ground or in the elevators or foyers. This fact, together with the close proximity of several hundred persons within one building, has placed a considerable

burden upon staff.

It will be accepted, assuredly, that any tenant selection process cannot ensure that problem families will find accommodation in row houses rather than in apartments. The Authority's experience indicates, however, that there is less opportunity for the resolution of these problems in relationships, with the large apartment structures. The need for the administrative staff to discuss various matters with families, to intervene in problems of inter-personal relationships, is much more likely to occur in the apartment buildings.

The high-rise buildings by their very nature provide for more opportunity for contact between persons in different families than is the case among row houses. In the hallways, in the elevators, in the foyers, in the laundry rooms, the apartment tenants meet each other, sometimes arguing with each other about important or unimportant matters. Such incidents are relatively unknown as among row house tenants.

A public housing authority deals with families drawn from a relatively narrow social class structure. It is the Authority's experience, without a detailed study of causal factors, that row house tenant families, although with large numbers of children, are more likely to be of higher income. Parents living in row housing units seem better able to control their families than parents living in high-rise apartments.

SOUTH REGENT PARK AS A PLACE TO LIVE

None of our analysis and direct or implied criticisms in this report gainsay the fact that this housing project has provided hundreds of families with decent, adequate, safe and sanitary accommodation which such families could not otherwise provide or afford in the light of their incomes. It is the first time in the lives of most of the families resident in the project that such conditions prevail.

South Regent Park has become a good place in which to live. A sense of community has developed, particularly among row house families. This development is the product of relatively good design, excellent physical facilities, sound maintenance, sympathetic administration and the efforts of the tenants themselves.

Nevertheless, the large number of children in the project, coupled with the relative lack of play space, has led the Authority to the conclusion that such heavy densities, particularly of young children, should be avoided in future projects. If a density of 160 persons per acre is necessary, dwelling unit sizes should be such that the number and proportion of children are smaller than in South Regent Park. A large proportion of the children in this project are in the pre-school category. Obviously, there has been generated a great demand for play areas, and particularly, supervised play areas. The Authority believes that, in future, housing projects should be more limited in size. It would recommend that the largest project should be somewhere between 250 and 400 dwelling units in size and that much smaller groupings

of public housing units might well be interspersed throughout the community. It is the Authority's view that such housing projects should, wherever possible, merge with the surrounding residential areas and not be readily identifiable.

Public housing projects as large as South Regent Park and perhaps those in excess of 300 dwelling units require a community centre to enable the tenant families to meet some of their own needs. The use of the building at 203 Sackville Green as such a centre is of great advantage to the community as a focus for the social and recreational activities of the tenant families. It is the view of the Authority that such a centre should be open to residents in the broader neighbourhood to permit the intermingling of families coming from within the project and families from without.

The experience with the inadequacy of playgrounds and the problems which have occurred regarding the maintenance of landscaping would indicate that a great deal more thought and money should be spent on the exterior of the housing project. Proper playgrounds, well-designed, sufficient in number for the children in the area, should be installed during the period of construction. Planted areas, trees, sod and hard surfaced areas should be designed so as to protect the green areas and enhance the general appearance of the community.

Wherever and whenever possible tenant families

should be given a plot of land which they can cultivate and in which they can take some pride. It is clearly evident that when tenants in South Regent Park have been involved in the maintenance of their grounds, the appearance of the project has improved immeasurably.

GENERAL CONCLUSIONS

In the view of the Authority the experience in downtown Toronto suggests that it is unwise to gather large numbers of families in the lowest third of the income distribution within one relatively small area. Approximately 10,000 people live in public housing projects on either side of Dundas Street in east-central Toronto. This is far too heavy a concentration. Moreover, because of the requirement of relocating on-site families, there evolved an abnormal selection of families in the lowest band of the low income third.

Despite the fact that the Metropolitan Toronto Housing Authority has limited the proportion of families who may be admitted while in receipt of various forms of public assistance, it is a fact that approximately one-third of the families in South Regent Park are presently supported by some form of financial assistance provided by one or more levels of the government. It, surely, is clear that a blending of income groups is required to establish a suitable basis for an integrated community. The Authority's hope is that the children in these families will be better able

than were their parents to cope with and conquer the major problems of low income, unemployment and limited education.

Although, as has been noted previously, families living in high-rise buildings do not seem to feel part of the community, there is apparent a general improvement in the community spirit which exists at South Regent Park. Through the efforts of the Tenants' Association a pride in belonging to the neighbourhood is being developed - a pride in belonging not merely to the neighbourhood within the project itself but to the broader community. Nevertheless, the Authority feels certain that other methods than the development of a huge public housing project will have to be explored with the objective of integrating members of the lowest income group in existing communities.

File
Reference

Project 1.
Preference 2.

Case
Number

METROPOLITAN TORONTO HOUSING AUTHORITY INVESTIGATION REPORT

NAME:

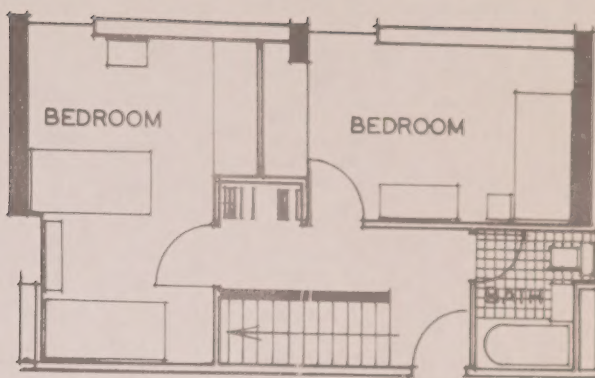
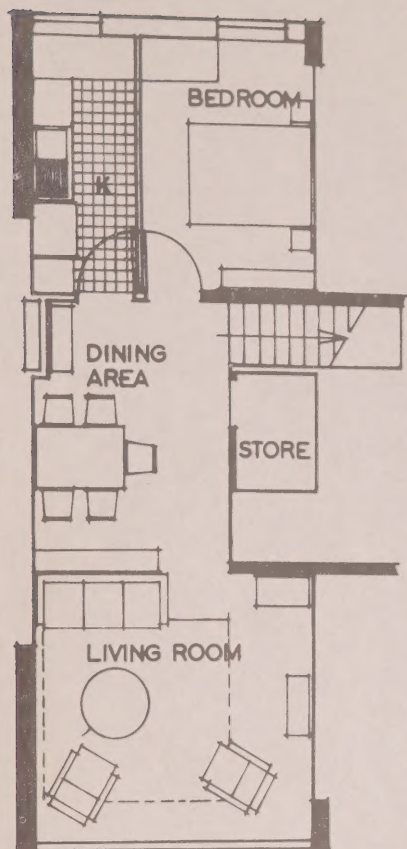
MARITAL
STATUS:

ADDRESS:

PHONE:

PRESENT ACCOM:

	MAX. POINTS	SCORE	REMARKS
SUITABILITY	A-E		
OVERCROWDING	5		
DISREPAIR	5		
INADEQUATE KITCHEN FACILITIES	5		
INADEQUATE BATHROOM FACILITIES	5		
LACK OF LIGHT, AIR	4		
LACK OF RECREATION SPACE	2		
LACK OF HEATING FACILITIES	2		
OTHER UNSATISFACTORY CONDITIONS	2		
INADEQUACY SUBTOTAL	30		
NOTICE TO VACATE	15		
NUMBER OF DEPENDENTS:			
1	1		ROOMS OR FLAT
2	2		BASEMENT
3	4		DOUBLE-UP
4	6		OWNS HOUSE
5	8		RENTS HOUSE
6 or more	10		APARTMENT
PER CENT OF INCOME IN RENT			SCHOOL SUPPORT:
0 - 24	0		SERVICE?
25 - 29	1		SHELTER \$
30 - 34	3		HEAT \$
35 - 39	5		BOARD \$
40 - 49	8		GROSS RENT \$
50 or more	10		SUBLET (Deduct) \$
SIZE OF INCOME			TRANSP. TO WORK:
\$350 per month and over	1		CAR OWNER?
300 - 349	2		INCOME OF HEAD 1. \$
250 - 299	3		2. \$
200 - 249	4		FAM. ALL. \$
Up to 199	5		OTHERS (\$) \$ not
SEPARATED FAMILIES	15		
HEALTH FACTORS	15		ADULTS:
		# OF	CHILDREN
		BR.	(Age 18 & under)
TOTAL	100		

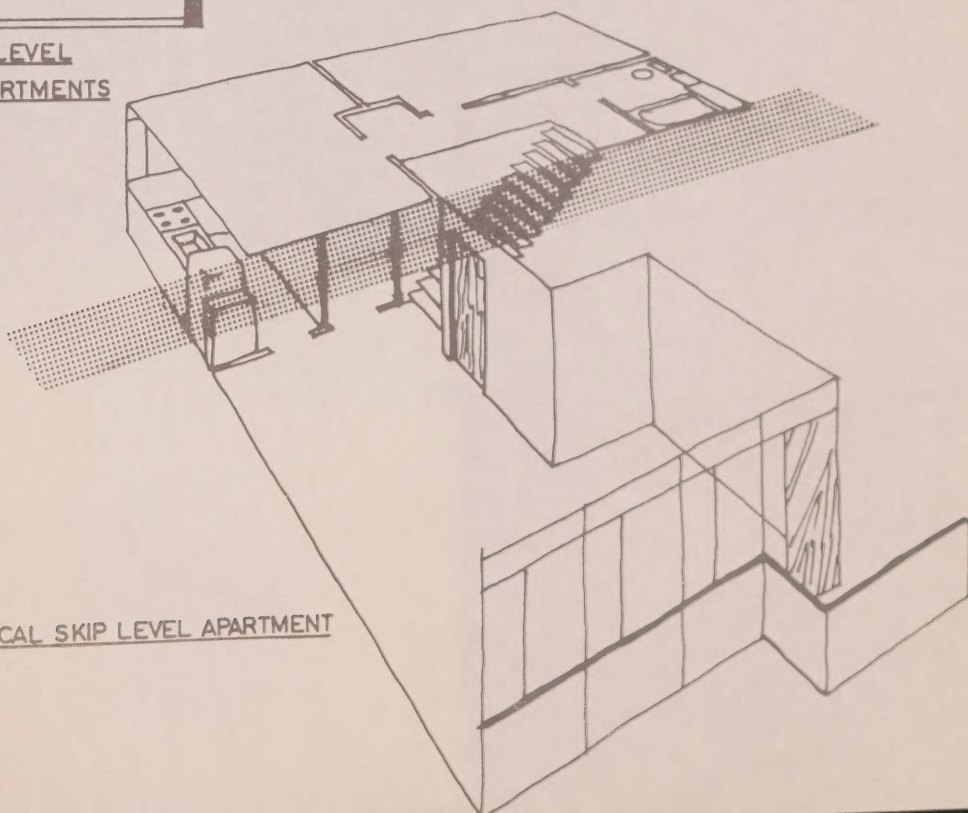


PUBLIC CORRIDOR

UPPER LEVEL
TYPICAL 3 BEDROOM APARTMENT

LOWER LEVEL
- ALL APARTMENTS

TYPICAL SKIP LEVEL APARTMENT

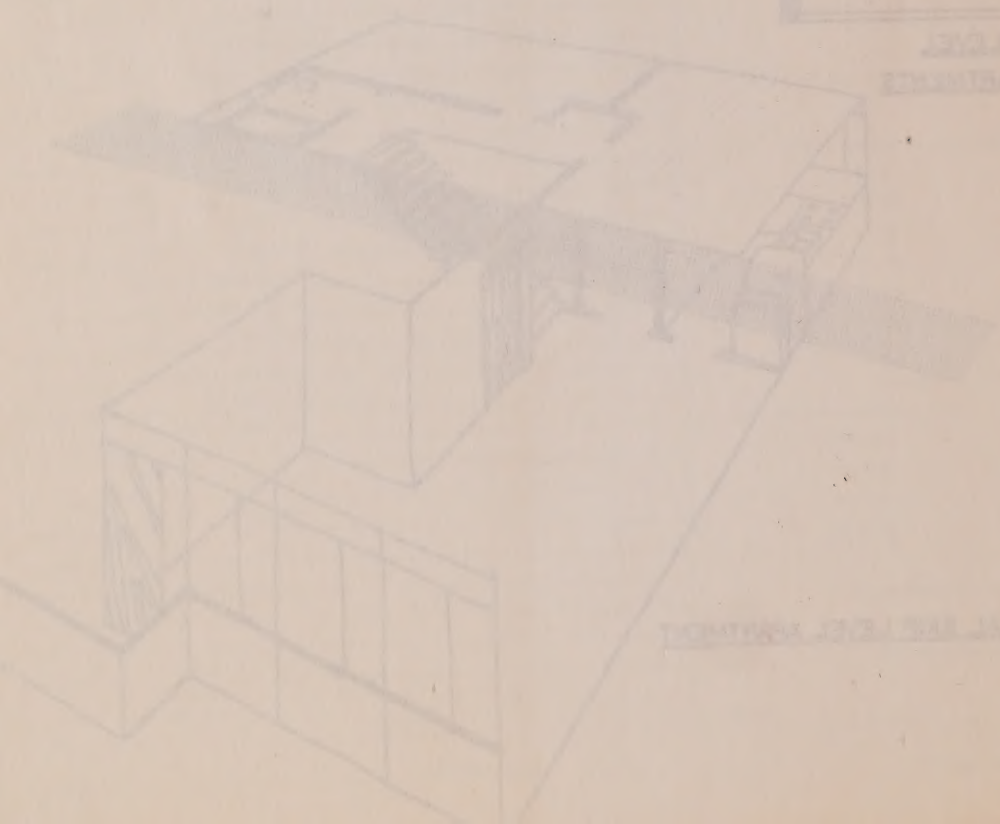




UPPER LEVEL
TYPICAL 2-BEDROOM APARTMENT



LOWER LEVEL
TYPICAL 2-BEDROOM APARTMENT



TYPICAL 2-BEDROOM APARTMENT



